

TO: Director of Central Intelligence  
SUBJ: Deputy Director (Intelligence)  
SUBJECT: The Operation of Four-Power Control  
In Berlin, 1945-48

1. The basic four power control structure in occupied Germany immediately following World War II stemmed from decisions of the European Advisory Commission (12 September - 14 November 1944). These decisions called for the establishment of zones of occupation--at first three, later four with the addition of the French on 26 June 1945. The commander-in-chief of each occupying power exercised supreme authority in each occupation zone but the four commanders-in-chief were obligated to act in unanimous agreement for all matters affecting Germany as a whole. The four commanders and their political advisers met in the Allied Control Council (ACC)--the supreme government of Germany until it was broken up by the walk-out of Soviet Marshal Sokolovsky on 20 March 1946. The Control Council was charged with responsibility for the administration of "Greater Berlin" with the Berlin Kommandatura, composed of the commanders of the four sectors of the city, actually responsible for the conduct of day-to-day matters. The responsibility

of the commanders, like that of the ACC for Germany, was joint for over-all matters concerning the city. Like the ACC, the Kommandatura had a rotating chairmanship.

3. The ACC functioned with relative efficiency and good-will during the first six months of its existence. In part this resulted from the personal friendship between General Eisenhower and Marshal Zhukov, and later, for some time, between General Clay and Marshal Rokosovsky, and in part because the immediate problems of the occupation were susceptible of joint solutions. However, as the larger problems of setting up a viable German economy and workable popular government began to come to the fore, the quadripartite system began to falter—most noticeably over the issue of reparations beginning in 1946. By March 1947 the ACC was approaching a dead-lock and for all practical purposes Germany was governed as four—later three, and then two—separate administrations. The Soviet zone, under hand-picked Communist leaders, was responsive only to the Soviet Military Administration.

3. In Berlin, the Kommandatura also enjoyed a period of fairly effective four power cooperation. There was even a "four-man-in-a-jEEP" era in 1945, as Allied military police worked together to apprehend undisciplined and criminal soldiers. This period ended with the decisive defeat of the Communist-controlled Socialist Unity

party (SED) in the all-Berlin municipal elections of October 1946. From this point on, Soviet authorities and the SED leaders subordinate to them, for all practical purposes, abandoned any pretensions of trying to make the Four Power occupation work. The Kommandatura nevertheless continued its formal meetings until 16 June 1946.

4. Unlike the ACC and the Kommandatura, the Four Power Berlin Air Safety Center (BASC) continued to function throughout the whole period of the blockade and still does today. Set up pursuant to an ACC decision of 30 November 1945, BASC actually was organized in February 1946 to provide air safety in the Berlin corridors and the Berlin control zone. Perhaps because BASC's function is fundamentally technical, but mainly because the system is advantageous to the USSR, this remnant of Four Power control continues to operate, little changed from when it was first organized.

5. The fourth major Four Power function in Berlin, the Spandau Prison, still is maintained on a quadripartite basis, although it now houses only three convicted Nazi war criminals.

6. The Berlin municipal elections of 1946 afford a good example of Soviet use of Four Power instrumentalities in an effort to advance its own political

objectives. The Soviet Military Administration, hopeful that its newly formed puppet party, the SED, would win control of the city administration by legal means, permitted the elections. When its all-out support for the SED failed to produce the desired electoral victory, Soviet authorities concluded that no further experiments with free elections would be permitted in the Soviet sector, nor would they engage in another Four Power supervised election for Berlin as a whole.

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